**U.S. Department of the Interior**
**Bureau of Land Management**

Prineville District Office
3050 N.E. 3rd Street
Prineville, Oregon 97754

**October 2003**

# *Draft*
# Upper Deschutes Resource Management Plan and Environmental Impact Statement

*Volume 2 - Chapters 1,2,3,4,5*

As the Nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering the wisest use of our land and water resources, protecting our fish and wildlife, preserving the environmental and cultural values of our national parks and historical places, and providing for the enjoyment of life through outdoor recreation. The Department assesses our energy and mineral resources and works to assure that their development is in the best interest of all our people. The Department also has a major responsibility for American Indian reservation communities and for people who live in Island Territories under U.S. administration.

**BLM/OR/WA/PL-03/047+1792**

# Chapter 1: Purpose and Need

# Purpose and Need

The purpose of the Upper Deschutes Resource Management Plan (UDRMP) is to guide the use, protection, and enhancement of resources on public land in the planning area. This resource management plan will replace the 1989 Brothers/La Pine Resource Management Plan (B/LP RMP) for the western half of the plan's area. This plan would also revise a portion of the Two Rivers Management Plan (TRRMP) by changing the boundaries of the planning areas in order to address issues common to the adjacent UDRMP Planning Area.

Following The Interior Columbia Basin Strategy (BLM, 2003), the goals of the revision will be to:

- Sustain and, where necessary, practical, and within available funding, restore the health of forests, rangeland, aquatic, and riparian ecosystems.
- Provide a predictable, sustained flow of economic benefits within the capabilities of the ecosystems.
- Contribute to the recovery and de-listing of threatened and endangered species and 303(d) listed waters.
- Provide diverse recreational and educational opportunities within the capabilities of the ecosystems.
- Manage natural resources consistent with treaty and trust responsibilities to American Indian Tribes.

The combination of changed circumstances and new information has driven the need to revise the 1989 B/LP RMP. The 1989 plan did not anticipate land management issues related to the rapidly growing population in Bend, Redmond, Prineville, and nearby communities. In addition, new information about the planning area has been made available.

## Changed Circumstances

Population growth, a court ruling, and new guidance for some special status species have changed the circumstances within the planning area.

The population in Central Oregon has increased and is continuing to increase more rapidly than state and national averages. The planning area contains the fastest growing county in the State of Oregon, and this growth is due to influx of new residents. The population of Deschutes County is projected to double between 1990 and 2010 with population reaching 151,230 (Portland State University Center for Population and Census). Bend, immediately adjacent to the planning area, and Redmond, within the planning area, are two of the fastest growing cities in Oregon. This dramatic population growth exceeds what the BLM expected when it prepared the 1989 B/LP RMP. The increase in local and regional population has meant an increased demand for use of public land to support community needs (including new and expanded transportation corridors, mineral materials sites, sewage treatment sites), private land development (access and utility rights-of-way and sites), and a variety of recreational activities that draw both local and out-of-area visitors to BLM lands. The increased population growth has resulted in increased demand for recreation leases and for commercial recreation activities on BLM lands.

With increased amount and diversity of use on and adjacent to public lands, there is a lack of recreation services and infrastructure, conflicts between visitors, resource impacts, and a shortage of some recreational opportunities.

Litigation involving the Millican Valley Off-Highway Vehicle (OHV) area resulted in the BLM agreeing to consider the cumulative effects of OHV use in the Millican Valley area in an EIS. The BLM has chosen the UDRMP to identify alternatives for managing OHV use throughout the area, including Millican Valley. The RMP will analyze the direct, indirect, and cumulative effects of the alternatives on all appropriate resources.

Another changed circumstance is an increase in the number of plant and animal species recognized as special status species. The State of Oregon listed two plant species found within the planning area as "Threatened" (OAR 603-073-0070): Peck's milkvetch and the pumice grapefern. Additionally, the decline of sage grouse populations has triggered a BLM state-wide strategy with new guidance to prevent listing of the species under the Endangered Species Act.

In 1997, the Oregon/Washington BLM adopted the Standards for Rangeland Health and Guidelines for Grazing Management (BLM, 1997), and incorporated the Standards into existing plans. The Standards meet the intent of 43 CRF 4180 (rangeland health regulations), which contain the objectives to "…promote healthy sustainable rangeland ecosystems; to accelerate restoration and improvement of public rangelands to properly functioning conditions . . . and to provide for the sustainability of the western livestock industry and communities that are dependent upon healthy, productive rangelands.

## New Information

New information has become available since BLM prepared the B/LP RMP. Much of the new information was generated by the Interior Columbia Basin Ecosystem Management Project (ICBEMP), a broad-scale, Basin-level analysis, in "An Assessment of Ecosystem Components in the Interior Columbia Basin and Portions of the Klamath and Great Basins (Quigley and Arbelbide, 1997)." New information from this and other sources includes:

1. Recent Biological Opinions issued under the Endangered Species Act indicating additional guidance is needed to protect some plants and animals in portions of the planning area (Prineville District BLM records);
2. Downward trends in ecological integrity, based on the condition of soil and vegetation, and impacts from land uses including recreation, grazing, agriculture and urban or rural development (Quigley and Arbelbide, 1997);
3. An increase in fragmentation and loss of plant and animal species diversity or genetic resilience due to loss of connectivity within and between blocks of upland forest, shrub-steppe, and riparian habitats (Quigley and Arbelbide, 1997);
4. Noxious weed encroachment and the expansion of juniper and other woody species beyond their historic range of variability (Quigley and Arbelbide, 1997);
5. New requirements for plant and animal species habitat (Quigley and Arbelbide, 1997);
6. The importance of late and old seral plant species, historic disturbance factors such as fire on the landscape, and sustainable use and development on public lands (Quigley and Arbelbide, 1997); and
7. Identification of high priority areas and special emphasis watersheds for restoration activities within the Upper Deschutes basin (Quigley and Arbelbide, 1997).

# Geographic and Jurisdictional Scope of Planning Area

The planning area covers 935,226 acres of public and private land in two separate blocks in Central Oregon. The BLM has jurisdiction over more than 404,000 acres, or 43% of the planning area. The northern part of the planning area is in Crook, Deschutes, and Jefferson counties, and is located between Sisters on the west, Lake Billy Chinook on the

north, Prineville Reservoir and State Highway 27 on the east, and Pine Mountain and Bend on the south. The southern part of the planning area, also called the La Pine area, encompasses La Pine in southern Deschutes and northern Klamath counties. Overall, about 435,234 acres or 46 percent of the land in the planning area falls in Deschutes County, 439,353 acres or 47 percent in Crook County, 45,745 acres or five percent in Klamath County, and 14,894 acres or two percent in Jefferson County. Table 1-1 displays landownership in the planning area by county.

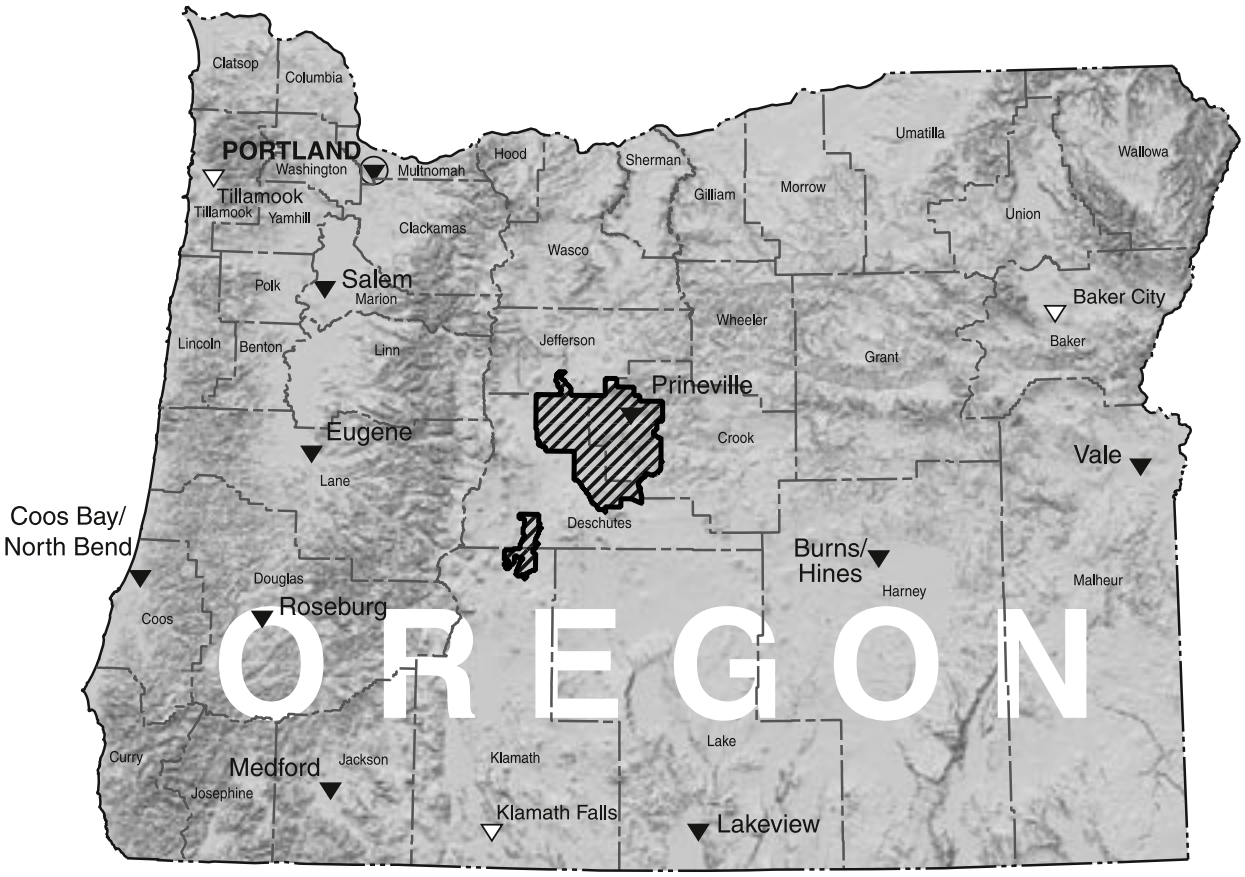
The UDRMP includes about 38 percent of the total area considered in the B/LP RMP. Map 1-A shows the planning area for the UDRMP. Boundaries for the planning area are similar to those for the B/LP RMP, except for the exclusion of the eastern portion of the planning area and the lands (including Bend and the surrounding area) that no longer have land managed by the BLM. A major addition to the planning area includes land located between and next to the Crooked and Deschutes Rivers in the southern portion of Jefferson County. The nearly 15,000 acres of the planning area within Jefferson County is currently managed under the Two Rivers Resource Management Plan (TRRMP). When completed, the UDRMP will provide management direction for this area.

The boundaries of the planning area include the public lands most affected by the rapid growth in the areas of Bend, Sisters, Redmond, Prineville, and La Pine. Map 1, Planning Area and Land Ownership Status, provides a more detailed view of this. A slightly different boundary was identified during public scoping meetings on the AMS. After comments from cooperating government agencies, the planning boundary was extended to the east to include the area south of Prineville Reservoir. This includes all of the Reservoir area considered under the Prineville Reservoir Master Plan (State Parks/BOR), as well as some of the important deer winter range in that area.

The planning area contains lands owned and/or managed by private parties, counties, and the state, and public lands managed by federal agencies, including the BLM. The decisions to be made in this RMP, however, will be made only for the BLM managed lands. Other jurisdictions with authority over other lands within the planning area may choose to utilize this process to make decisions concerning the lands for which they are responsible (see Consultation and Coordination in this Chapter and a detailed description in Chapter 5).

**Table 1-1. Land ownership/administration in the Upper Deschutes Planning Area by county (acres).**

| | Crook | Deschutes | Jefferson | Klamath | Total |
|---|---|---|---|---|---|
| **Bureau of Land Management** | 144,987 | 231,986 | 3,694 | 23,619 | 404,286 |
| **Forest Service and Grassland** | 0 | 38 | 2,059 | 0 | 2,097 |
| **Other US Agencies** | 7,813 | 0 | 0 | 0 | 7,813 |
| **State (estimated)** | 1,353 | 11,359 | 0 | 0 | 12,712 |
| **County** | 80 | 10,275 | Included as Private | Included as Private | 10,355 |
| **Private** | 285,120 | 181,576 | 9,141 | 22,126 | 497,963 |
| **Total** | 439,353 | 435,234 | 14,894 | 45,745 | 935,226 |




**LEGEND**

- Upper Deschutes Planning Area
- BLM State Office
- BLM District Office
- BLM Resource Area Office
- County Boundary

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MILES

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KILOMETERS

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U.S. DEPARTMENT OF THE INTERIOR
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**PRINEVILLE DISTRICT**
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**Map 1A:** General Location

# Issues

This planning process is driven by issues surrounding explosive population growth and the increasing demands on natural resources associated with that growth. An "issue" is a topic of controversy, dispute, or concern over resource management or land uses within the planning area boundary that cannot be resolved using management direction provided by the existing RMP. Issues must also be well-defined and within the authority and ability of the agency to address within a reasonable range of alternatives. Issues were identified using the results of the initial "scoping" conducted between 1991 and 1996 for the "Central Oregon Urban Interface Plan Amendment", comments submitted on the Analysis of the Management Situation (published in October 2001), and new information brought to the attention of the planning team.

Based on a review of these sources of information, we identified the issues for this planning process. The issues have been organized under nine issue categories: Ecosystem Health and Diversity, Land Uses, Visual Resources, Recreation, Transportation and Utility Rights-of-Way, Land Ownership, Public Health and Safety, Archaeological Resources, and Social and Economic Values. These issues are summarized below.

## 1. Ecosystem Health and Diversity

### Vegetation

Human influences, such as fire exclusion, overgrazing, road construction, and logging practices; and natural events, such as drought and climate changes, have led to changes in the range, composition, density, and dominance of native plant species. For example, in some areas, native bunchgrasses are declining in density and extent while cheatgrass and rabbitbrush are increasing in abundance and dominance. Noxious weeds are increasing in the planning area and replacing native species in many areas. Weed infestations decrease bio-diversity and degrade public land values for almost every resource and human activity. An increase in density and extent of woody species (trees and shrubs) and non-native annual grasses is presenting a serious fire hazard in the wildland urban interface.

Fire suppression (and other management practices that contribute to fire exclusion) is perhaps the human factor most responsible for widespread changes in native ecosystems. The dominant shrub-steppe, juniper woodland, and lodgepole pine communities within the planning area have evolved over time in response to periodic fire disturbance. Many acres within the planning area have missed at least two disturbance cycles. Without the natural ecological role of fire to periodically shape and renew landscapes, plant communities and habitats; ecosystems and watersheds have become severely altered and are no longer functioning properly in many areas.

Increased private land development and ground-disturbing uses on public lands are also fragmenting and reducing the integrity of shrub-steppe and old-growth juniper landscapes in Central Oregon. These human activities are raising concerns about wildlife habitat, biological diversity, scenic values, and ultimately ecosystem sustainability and health. Loss of private natural landscapes to urban development makes the remaining natural public lands even more ecologically and aesthetically significant.

While the loss of old-growth juniper woodland is a primary concern, the spread of young juniper resulting from absence of fire across much of the shrub-steppe habitat in the planning area is also of concern. The B/LP RMP recognized the role of fire in the ecosystem and established risk classes that provided guidance for fire suppression and fuels treatments. However, the B/LP RMP did not fully consider the health of special

status species, declining key habitats, riparian areas, old-growth ecosystems, and high natural fuel levels.

## Wildlife

BLM managed public lands, adjacent ranch and agricultural land, and nearby National Forests contribute important habitat that supports healthy and diverse wildlife populations. Some examples of wildlife that use these habitats include mountain lions, coyotes, mule deer, elk, pronghorn, bats, squirrels, rabbits, golden eagles, warblers, woodpeckers, waterfowl, sage grouse and chukar partridge. The bald eagle is the only species listed federally under the Endangered Species Act and the Columbia and Oregon spotted frogs are the only two candidate species that occur in the planning area. In addition, the area provides habitat for 14 Bureau Sensitive, four Bureau Assessment and 26 Bureau Tracking species. These species use a variety of habitats and some use different types of habitats seasonally for breeding, nesting, foraging, cover and other needs.

Activities and conditions affecting wildlife and their habitats in Central Oregon include conversion of habitats to agriculture and urban development, introduction of exotic plants, recreation, and high road and trail densities. Additionally, as these activities occur across the landscape they can break up the habitats into smaller fragments and decrease the suitability of the habitats and the ability for wildlife to move through their historic ranges. This is especially true for wide ranging species such as pronghorn and sage grouse.

Recreational activities such as off road motorized vehicles, mountain biking, horseback riding, rock climbing, and caving can disturb wildlife. These activities were once infrequent with associated minor effects, but the frequency of these uses has raised concerns about how well available habitat can function. A reduction in functional habitats increases the importance of remaining suitable habitat for all species and identifies a need to examine the current uses and needs in all areas.

The B/LP RMP provided only general guidance for improving and maintaining important wildlife habitats. This RMP gave only the direction to develop habitat management plans rather than clearly identifying the important habitats and providing standards and guidelines for their conservation. The B/LP RMP stated that plans for sage grouse and bald eagles would be written during the planning cycle, but this has not occurred.

The B/LP RMP did not consider the conditions needed to support habitats for the variety of species (including BLM Special Status Species) that occur in the planning area. Nor did the B/LP RMP identify the contributions the rural and urban private land uses can make toward providing new and desirable habitats. In many cases, conversion of the native plant communities to irrigated agricultural or rural residential uses provides an increase in the forage and water sources for those species more adaptable to interact with humans.

Although population management goals for species such as mule deer, pronghorn and elk were identified in the Brothers/La Pine Resource Management Plan, habitat capabilities or vegetation management goals were not integrated into those goals. The B/LP RMP did identify habitat capabilities reflected by changes in adjacent land uses, dispersal and reproductive needs. In addition, "old" terminology such as "crucial habitat" is no longer used. New information on population numbers, movement patterns and habitat needs indicate that the goals and objectives of the B/LP RMP may not be consistent with current population needs or overall habitat capabilities. For example, the B/LP RMP identifies goals and objectives for sage grouse nesting areas around leks, but does not address the location and importance of sage grouse wintering habitat.

## Water Quantity and Quality

All of the major rivers, as well as other streams, within the planning area, have been listed by the Oregon Department of Environmental Quality (DEQ) as water quality limited (See Affected Environment, Chapter 3). State water quality standards not met in streams within the planning area include stream temperature, dissolved oxygen, pH, sedimentation, turbidity, and bacteria. These water quality values can be affected by changes in riparian vegetation resulting from timber harvest, livestock grazing, and other agricultural uses; changes in the shape of stream channels; construction and use of roads and trails in areas where runoff can flow into streams; and diversion of water out of stream channels. The state standards are based on the beneficial use of fisheries. Not meeting the standards may affect the health of the aquatic ecosystem. The listing of streams as "water quality limited" by the DEQ is a new procedure and was not addressed in the B/LP RMP.

The Interior Columbia Basin Ecosystem Management Project identified a link between changes in disturbance regimes to vegetation cover, and between vegetation cover and composition to upland watershed health. A rapid increase in juniper stand establishment occurred during a period of favorable climatic conditions and reduced fire frequency and intensity (Gedney, *et al.*, 1999). Juniper successfully out-competes other vegetation for available moisture, resulting in reduced understory vegetation in open areas adjacent to juniper trees. Juniper stands in densities and locations outside of the range of historic variability, as well as human activities (e.g. road and trail construction, road maintenance, lack of road maintenance, off-road vehicle use, grazing, and horseback riding), may reduce ground cover, create ruts, and compact soils. As a result, overland flow is increased and water is concentrated in vehicle ruts, causing a reduction in infiltration of water and flashier flows within intermittent and ephemeral stream channels. These higher flows cause channel scour and streambank erosion, while decreased infiltration causes shorter flow durations for intermittent streams. Reduced periods of time that water remains in the channel diminishes the potential for establishment and growth of riparian vegetation, and reduces the amount and location of source water for wildlife. Overland flow and channel erosion results in sediment transport that contributes to downstream sedimentation and increased turbidity of perennial waters. This process has the potential to affect water quality as described above. The degree to which upland activities affect water quality and quantity is determined by the spatial relationship of these factors to the stream systems. Currently, the extent of effects of upland activities on the hydrology of the area is unknown. The B/LP RMP did not consider the relationships of these conditions to hydrologic systems.

## Fire and Fuels Management

As described in the vegetation section, much of the public land within the planning area has missed two or more expected disturbance cycles created by fire, resulting in changes in species composition and density that may increase fire hazards or contribute to a decline in ecosystem function. The increase in fire hazard is especially critical when these conditions occur near or adjacent to developed land.

Central Oregon is one of the fastest developing areas in the State of Oregon. New neighborhoods and individual homes are being built in lands previously undeveloped. That area where the edge of urban development meets the edge of federally managed land is termed the wildland urban interface (WUI). The development of these areas adds a source of potential fire starts and increases the risk of damage or loss resulting from unwanted wildland fire.

The development of WUI lands has also resulted in greater concerns about emergency exit/ingress to communities, and over the management of adjacent hazardous fuels.

Potential conflicts between fuels reduction and recreational use, visual resources, and habitat management may arise.

## Special Management Areas

There are various designations that BLM may attach to specific areas with special values. These Special Management Areas are established under various authorities, but generally fall into a category that includes some special attention to provide appropriate management of a sensitive or unique resource. The designations that are relevant to this process include Areas of Critical Environmental Concern (ACEC), Research Natural Areas (RNA), Wilderness Study Areas (WSA), caves, and the National Wild and Scenic River System (see Glossary for definitions and authorities).

### ACECs

The B/LP RMP identified ACECs; however, due to new resource information and subsequent land management actions by the BLM, these ACEC determinations may no longer meet the significance or relevance criteria for establishment of ACECs. In some cases, existing ACEC designations may no longer be appropriate, given the additional management policy applied to an ACEC area since the B/LP RMP. In other cases, new information on the expanded range of species (e.g. Peck's milkvetch) or better understanding of other resources (e.g. sage grouse, old growth juniper, and cultural features) may provide an opportunity to expand or realign the boundaries of an existing ACEC, or lead to proposals for new ACECs. The increased development in Central Oregon and increase public use of BLM managed lands has resulted in greater management concerns at many existing ACECs, and a need to re-define what uses would be authorized in these areas in order to maintain the values for which the ACECs were established.

### RNAs

The B/LP RMP identified RNAs; however, in most cases, specific management policy for the RNAs was deferred to subsequent area-specific plans, most of which have not been completed. The increased development in Central Oregon and increased public use of BLM managed lands has resulted in greater management concerns at the Powell Butte and Horse Ridge RNAs, and the need to define what uses would be authorized in these areas to maintain the values for which the RNAs were established. Specific issues include trail use in the Horse Ridge RNA and the possible impacts to RNA values, and a potential increase in visitation and associated effects to the Powell Butte RNA due to a proposed adjacent resort development. The travel management guidelines for the Powell Butte RNA were superceded by a Court order (Central Oregon Forest Issues Committee v. Kenna, Civil No. 98-29-ST (D. Or.), Final Decision), which opened the area to motorized use on existing roads and trails.

### Caves

The B/LP RMP did not identify any management policy for caves within the planning area. Since the adoption of the B/LP RMP, some of the caves on BLM managed lands have been identified as "Significant" under the Federal Cave Resources Protection Act. Increased population growth in the area has resulted in greater numbers of cave visitors. The popularity of these sites, and the new USFS, Deschutes National Forest cave management policy in areas adjacent to BLM lands, may affect future use and management needs at BLM managed caves, particularly in regards to rock climbing opportunities in Pictograph Cave.

### Wilderness Study Areas

The Badlands WSA has been the subject of considerable attention concerning designation as Wilderness (which is outside the scope of this plan) and the ongoing management within the boundaries of the WSA. Current travel management policy has limited motorized use to designated, inventoried routes and seasonal closures as specified by a Court order (Central Oregon Forest Committee v. Kenna, Civil No. 98-29-ST (D. Or.), Final Decision). There has been a continued demand for increased motorized access to the Badlands WSA, as well as continued demand to close the area completely to motorized use. Vehicle use occurs off designated, inventoried routes in violation of the interim management policy for WSAs. This use includes OHVs, hunters, and sightseers. Non-motorized use has also become increasingly popular within the WSA. However the B/LP RMP does not provide any guidance for managing non-motorized use within the WSA, including direction for functional trailheads or parking areas.

Non-motorized trail use is also increasing in the Steelhead Falls WSA. As with the Badlands WSA, the B/LP RMP does not address the management of these uses. Due to inadequate signs and lack of designated and maintained trails, there has been an increase in access points, a proliferation in user trails, and an increase in erosion and resource impacts. These conditions have led to concerns about the safety of visitors and maintenance of wilderness suitability.

Commercial and group use demand has increased in both WSAs, and no specific policy to address these uses was included in B/LP RMP (se Visual Resource Issues for description of new issues for visual resource management in WSAs).

### Wild and Scenic Rivers

Three components of Wild and Scenic River Management are at issue within the planning area. First, Visual Resource Management standards for Wild and Scenic Rivers within the planning area are either absent or not consistent with BLM policy. Consequently, there is a need to create or modify this direction. Second, some lands administered by the BLM along the Middle Deschutes Wild and Scenic River were designated open by the B/LP RMP. The Wild and Scenic River plan did not address travel management designations. The current travel management guidance within the Wild and Scenic River plan must be reviewed to ensure that it is consistent with Wild and Scenic River and UDRMP objectives. Third, a portion of the Lower Crooked River (including the Chimney Rock segment) and the Middle Deschutes have been recognized as Aquatic Strongholds (Quigley and Arblebide. 1997). These portions of the rivers were identified as at risk for hydrologic function due to the intrusion of juniper into the watershed. Juniper has been out-competing riparian vegetation such as willow and herbaceous plants. As juniper replaces riparian species, overland flow of water and increased erosion are likely to occur. New guidance is needed to reduce this risk.

# 2. Land Uses

For this planning effort, land uses include livestock grazing, minerals, military use, and timber (including special forest and range products).

## Livestock Grazing

There has been an increase in the amount of recreational and other uses in grazing allotments and a change in land uses on private land adjacent to grazing allotments. In some places, housing subdivisions have been built in the middle of grazing allotments in open range areas, leaving the new homeowners to sort out how to build adequate fences,

and the permittee to deal with inevitable fencing failures and unleashed dogs, and the resultant stray livestock in flower beds, on golf courses, and on busy residential roads. Homeowners are often unfamiliar with and resentful of the responsibilities of living next to rural activities, and the grazing permittees and BLM cannot always afford to absorb the increased management costs that come with responding to this situation.

The B/LP RMP did not anticipate the increased conflicts, nor did it provide direction for how to estimate potential conflicts, resolve problems, or prioritize efforts. The result is that conflicts are solved on a case-by-case basis, often leaving the root cause in place, allowing conflicts to re-occur and escalate.

The B/LP RMP made decisions about forage allocation and areas available for livestock grazing based on natural resource conditions that, for the most part, are substantially unchanged.

Where physical or biological conditions have changed, BLM managers can use existing guidance[1] to make necessary changes in livestock grazing management. The objective of this guidance is to "promote healthy sustainable rangeland ecosystems, accelerate restoration and improvement of public rangelands to properly functioning conditions, and provide for the sustainability of the western livestock industry and communities that are dependent upon productive, healthy public rangelands".

The BLM developed the Standards for Rangeland Health and Guidelines for Grazing Management (BLM, 1997) to meet the requirements and intent of 43 CFR 4180, and provide agency policy and direction for livestock grazing management. The Prineville District BLM has completed these assessments on several allotments within the planning area, and is scheduled to complete all assessments by 2008. While assessments will not be completed as part of this process, the planning process will help identify important wildlife habitats, species, and areas of special concern, to help prioritize where assessments should be conducted first.

## Minerals

There is an increasing demand on the public lands to provide mineral materials to meet the needs of growing communities and the economy of Central Oregon. Mineral materials are needed by state and local governments and private industry to build and maintain roads, highways, bridges and other infrastructure. However, other uses on and adjacent to public lands are also increasing, resulting in an increased potential for conflicts with mining. Residents and recreational users have voiced objections to mining-related noise, dust, truck traffic, and visual impacts to viewsheds. People are concerned about what kind of criteria will be used in the future for decisions about material site use, and how that is likely to affect them in the long term. New site development also has the potential for permanent or temporary removal of natural resources and reducing wildlife habitat suitability.

Many old mineral pits are located in the planning area that did not, in the past, require any specific rehabilitation plans. As more people inhabit the private lands near and adjacent to BLM administered lands, concerns have been raised for how existing and future mineral material sites will appear over the long term and what types of uses would be allowed within those sites.

## Timber and Special Forest and Range Products

An insect epidemic and subsequent salvage harvest have changed the forest structure, habitat, and fuels profile in the La Pine portion of the B/LP RMP since the RMP was completed in 1989. As a result, some decisions and management direction in the RMP regarding forest management may no longer be valid.

[1] 43 CFR 4180

New information indicates that a new focus is needed to address updated BLM-wide objectives for forest health, fire hazard, and wildlife habitat. Current management direction and scientific findings from the Interior Columbia Basin Ecosystem Management Project indicate that goals that are focused on healthy forest and rangeland conditions, with sustainable outcomes resulting from those conditions, are important to provide more stable natural resource-based economies. The B/LP RMP does not reflect projected commercial forest product outcomes based on a comprehensive, ecosystem approach that considers biodiversity, special status plant or wildlife habitat, general habitat connectivity, the role of old growth juniper, scenic values, or strategies for continued urban interface fuels treatments and insect and disease management.

The B/LP RMP did not consider the function of historic or natural disturbance regimes and the role that they play in maintaining vital ecosystem functions, nor address the relationship of forest management to these long-term desired outcomes. The B/LP RMP also did not recognize the degree to which natural forest habitats would be limited by the population growth within the area, or the importance of these shrinking habitats to wildlife populations and public use.

Special forest and range products are not specifically addressed in the B/LP RMP. Increasing growth of local communities is increasing the demand for both personal and commercial use of these products. Increasing harvest, competing uses, impacts, and a shrinking available resource base are stretching the sustainability limits of some of these products in some areas. Updated guidance is needed to help make decisions regarding what, how much, where and when to allow harvest of these products.

### Oregon Military Department and National Guard

Military training in the planning area first occurred in the late 1930s and continues to contribute to the mission Oregon Military Department (OMD) and National Guard today. The mission of the military is to remain in a state of preparedness in support of state and national security interests, and lands within the planning area are an important component to fulfilling that mission.

Increasing development adjacent to the existing training area tends to create conflicts between residents and some of the military uses of the area. Noise and dust from training disturbs adjacent landowners and thus, from the military perspective, reduces the usefulness of some of the training area they have traditionally used. The increasing use of the area for hiking, horseback riding, mountain biking, shooting and OHV use also sometimes conflicts with military use in the area. Having sufficient usable area to complete a variety of types of training in varied terrain and locations increases the effectiveness of the training facility.

The training area has been administered under a series of short term permits which limits the ability of the military to appropriate funding to rehabilitation efforts and does not allow for funding for long-term resource management. The B/LP RMP does not address this issue.

## 3. Visual Resources

Population growth and development within the planning area is expected to increase the variety and number of applications for permits for developments and activities that have the potential to affect visual resources. Some examples are new roads, signs or advertisements, electrical transmission lines, material sites, water tanks, or cellular phone towers. The B/LP RMP did not identify Visual Resource Management Classes within the planning area as a baseline for assessing impacts to visual resources. The B/LP RMP also does not address key viewpoints or areas of high public concern regarding scenic

quality that have changed within the past 10 years, nor does it address new policy for Visual Resource Management Classes within Wilderness Study Areas. Further, the B/LP RMP guidelines do not consider the increased emphasis on vegetation management for ecosystem health or increased emphasis on fuels treatments as part of the National Fire Plan, both of which have the potential to affect visual quality in the planning area.

# 4. Recreation

The increasing population and popularity of Central Oregon as a recreational "mecca" has been reflected in increased recreational use on BLM administered lands. Increased conflicts among users, new resource management concerns, and increased management costs have accompanied the increase in use.

## General Recreation Management

The B/LP RMP identified most of the area as an "Extensive Recreation Management Area". This is a general classification applied to lands that have few concerns or conflicts that require a high level of management attention. An alternative classification, Special Recreation Area, may be more appropriate for a large portion of the planning area. This classification provides a vehicle for addressing resource concerns, user conflicts, and high levels of recreational use by creating identities and recreation management objectives for areas and improving funding opportunities for managing uses.

Most of the recreation access and use areas in the planning area appear uncared for with most points of access to public lands created through use, rather than by design. As a consequence, access and use areas often are neither safe, nor appropriate or desirable, which makes management of public lands difficult. Lack of information about land ownership and appropriate access has led to trespassing on private lands.

## Recreational Setting and Demands

The BLM managed lands in the planning area are of varying sizes ranging from small blocks less than 40 acres to large blocks of more than 30,000 acres. The lands are situated in and around urban centers, residential and resort developments; they surround or are adjacent to State Parks; and they are frequently contiguous with large blocks of land managed by the National Forests and Grassland. The recreational needs for public lands in the area are a combination of urban-type demands such as trail links between urban areas, after work hiking, running, driving, or biking, day use and picnic areas; and demands for more dispersed extended recreational experiences like weekend outings to popular areas like Horse Ridge, the Badlands, Millican Valley OHV area, reservoirs and State Parks.

Members of the public who use these types of recreation settings have difficulty recognizing administrative boundaries, and thus effective management of these areas require a higher level of collaboration between different agencies, groups, and individuals to make the best use of limited resources and funding. Cities and counties within and adjacent to the planning area have identified BLM lands as suitable for establishing regional trails. The B/LP RMP did not identify opportunities for or provide management direction to integrate regional trail or other recreation opportunities to meet state-wide projections or local community needs.

# Motorized Recreation

## OHV Setting and Demand

The overall increase in OHV use on BLM-administered lands has increased crowding and conflicts between trail users. OHV users have expressed a need for more OHV opportunities, including both longer trail systems, and shorter trails or play areas located close to urban areas, and an increase in winter-time trail riding opportunities. Current and future demand for OHV opportunities anticipate the need for OHV trail systems that meet seasonal demand and allow for a range of difficulty levels that satisfy a variety of users, including single-track (Class III) and quad (Class I), as well as full size 4X4s (Class II vehicles). BLM lands provide important OHV opportunities during the winter, when other local areas are closed to OHV use. Many of these areas are also important wildlife habitats.

Most of the areas designated as either limited or open in the B/LP RMP lack adequate staging areas and dispersed camping sites, particularly for groups. Gravel pits often provide good opportunities for play or staging areas. The B/LP RMP did not provide management direction for how these areas should be managed. Some of these are appropriate for some uses, and not for others, depending on their location and the expected mineral use for the area. In general, these are unmanaged, yet are receiving increased levels of use.

Many smaller (40 to 120 acres), isolated parcels of BLM managed land in the planning area were designated as "Open" in the B/LP RMP. Subsequent development over the past 10 years has surrounded many of these parcels with private residences, resulting in increased conflicts or a general lack of public access. The change in management setting for these smaller parcels has led to concerns about the suitability of managing them for cross-country OHV use.

## OHV Management

Portions of the planning area were designated as "limited" in the B/LP RMP. Many of these areas did not undergo any further planning to define and designate the road and trail system, and therefore have remained essentially open to unmanaged OHV use. This has resulted in increased conflicts between OHV enthusiasts and private landowners, as well as between different recreational users. The lack of a designated and managed OHV trail system in these areas has also resulted in the spread of user-created roads and trails, as well as a diminished user experience for OHV riders.

The combination of an increase in OHV use, additional residential development on private lands adjacent to areas of OHV use, and increases in all recreational uses have increased concerns about the noise and dust of these vehicles.

# Non-Motorized Dispersed Use

## Non-Motorized Recreation Setting and Demand

The growth of non-motorized trail use by equestrians, hikers, runners, mountain bikers, and others has resulted in conflicts between trail users and resource impacts. Overall a concern for public safety has developed and some users have noted that their enjoyment of these outdoor settings have diminished as a result of these problems. The increase in uses and conflicts has resulted in requests for designated non-motorized trails or areas, which were generally not identified in the B/LP RMP.

The B/LP RMP provided no management direction for trail opportunities beyond OHV use. Although OHV trails on BLM managed lands are open to all users, the lack of identifiable and maintained trails for hikers, equestrians, mountain bikers and other non-motorized recreationists has resulted in users creating their own trail opportunities. The lack of identifiable, non-motorized trail systems limits recreation opportunities for the public; particularly those who do not live adjacent to public lands (see also Special Recreation Permits).

The continued popularity of mountain biking has led to increased demand for challenging riding opportunities on BLM managed lands such as at Horse Ridge and Cline Buttes. This demand includes cross-country or single-track riding that is more primitive and backcountry in nature than most developed and maintained mountain bike trails. This demand also includes downhill courses. The location and nature of these types of activities may result in resource conflicts. Mountain bikers (as well as other trail users) in the Cline Buttes, Horse Ridge and Smith Rock areas of BLM lands often trespass on undeveloped private property. Future development of these private parcels will disrupt this recreational use, and result in creation of new trails around private property and future conflicts between private landowners and recreationists.

## Non-Motorized Recreation Management

Current BLM management policy for the Millican Valley OHV trail system limits mountain bike use to the designated OHV trail system, eliminating options for single track mountain bike opportunities in this area. The current BLM management policy for Millican Valley also limits mountain bikes to the same seasonal restrictions as motorized users. In general, the demand for mountain bike opportunities on BLM land occurs specifically during the winter, and these seasonal limitations have a large impact on opportunities for mountain biking.

Increased population growth in the planning area has resulted in increased levels of use by a wide variety of recreationists, and the development of casual use sites for camping, rockhounding, target shooting, paintball, and rock climbing. These sites are unmanaged, and, in some cases, use of these sites results in resource conflicts or safety issues. The B/LP RMP provided no direction for management of many of these activities.

### *Temporary Use Authorizations*

The District receives numerous, and often repeated requests for temporary use authorizations for activities such as photography, commercial filming, or educational purposes. There is no current procedure for streamlining these requests, nor does the B/LP RMP identify areas where these activities may be preferred or discouraged based on other resource needs.

### *Special Recreation Permits:*

Special recreation permits are issued for commercial recreational activities, competitive events, and group events that are publicized or would likely result in resource management issues. Population growth and increased visitation/awareness of BLM managed public lands has resulted in increasing numbers of requests for Special Recreation Permits in the planning area. These permit requests include annual or multi-year permits for outfitter/guides (flyfishing, nature hikes, equestrian trail rides, etc.), for single day events (group events, concerts, trail rides and races, etc.). The B/LP RMP provides no direction on how special recreation permits should be managed on issues such as number of permits, permitted use levels, etc.

# 5. Transportation and Utility Rights of Way

The Bureau of Land Management authorizes right-of-way grants to federal, state, and local governmental agencies, companies, cooperatives, and private individuals to develop necessary transportation to utility systems through public lands. Because 43% of land within the planning area is administered by the BLM, these lands are laced with roads and other rights of way that are important to local communities, the region, and, in the case of natural gas pipelines and electric power transmission lines, the nation.

A right-of-way corridor is an alignment that has been identified as a preferred location to accommodate similar or compatible rights-of-way. Public land law directs BLM to minimize adverse environmental impacts by avoiding the proliferation of separate rights-of-way and utilizing rights-of-way in common, to the extent practical (Section 503 (43 U.S.C. 1763) Federal Land Policy and Management Act).

## Regional Transportation Systems

There are several major regional transportation corridors that traverse the planning area. These highways include U. S. Highway 97, the main north/south route through Central Oregon and U. S. Highway 20, the main east/west route through the state. State Route 126 connects Sisters, Redmond, and Prineville, and is being considered for expressway status. ODOT is planning to install passing lanes on segments between Redmond and Prineville that may affect adjacent public lands. A two mile segment of the highway located east of Redmond will eventually have to be relocated through public lands when it is improved. The existing location extends through a runway protection zone that has been designated by the Redmond Municipal Airport. Significant portions of each of these roads and others are located within rights of ways across BLM lands.

These highways are important components of economic development in the region and are intermingled with public lands. The existing highway alignments extend through urban centers, creating increased traffic and congestion problems. Improvements and relocation are likely to place specific demands on the surrounding public lands. The B/LP RMP did not anticipate these demands. For example, development in the south Redmond area has extended along both sides of Highway 97 and a highway interchange has been constructed in this area at Yew Avenue. Since the interchange was constructed, several land use projects have been developed, increasing demand and congestion in the interchange area. The congestion may eventually cause motor vehicles to back up over the at-grade railroad crossing on Airport Way, and up the exit ramps of Hwy 97, causing the interchange to fail.

The Oregon Department of Transportation in conjunction with the South Redmond Collaborative Planning Team is evaluating several proposals for highway improvements in the south Redmond area. In January 2003, ODOT completed the "Yew Avenue to Deschutes Market Road Analysis for the City of Redmond" (2003).

Solutions to this capacity issue involve considering public lands to accommodate future transportation corridors that would adequately alleviate congestion at the intersection. At some point, it is likely that a future "by-pass" for Highway 97 around the city could involve the same area.

## Local Transportation Systems

A wide variety of roads exists on public lands, ranging from primitive roads or ways to arterials such as major highways. A primitive road or way is not maintained to guarantee regular and continuous use. They carry very low volumes and are normally spur roads

that provide point access. Local roads serve a small area, receive low traffic volumes, and generally serve only a few uses. Many primitive ways or local roads in the planning area were not constructed and are considered user-created travel ways. Generally, user-created roads do not provide connectivity to specific destinations. Collector roads normally provide access to large blocks of public land and connect with or are extensions of public road systems. Collector roads receive moderate traffic volumes and accommodate mixed types of traffic and uses. Arterials are state highways or major county roads designed to accommodate mixed types of traffic and serve many uses. They receive high volumes of traffic and safety, comfort and travel time are primary road management considerations.

BLM managed public lands are currently accessible from a variety of roads, including state highways, county roads, local roads, and public ways. The network of BLM collector roads offers widespread access to public lands, providing administrative access for authorized uses and various casual uses, and opportunities for dispersed recreation throughout the area.

User-created roads proliferate and are often difficult to distinguish from designated system roads, or authorized rights-of-way. Signs or other means of directing people to or along designated roads is very limited, and contributes to unauthorized uses and trespass on private lands. In most areas, the numerous user-created travel ways on public lands exceed public access needs. Motorized uses adjacent to private lands have resulted in conflicts with property owners. User-created roads that access state highways or other major roads often have unsafe intersections that do not meet current standards and frequently access areas with repeated law enforcement problems.

An estimated 2,000 miles of user-created roads, or local roads that are not maintained or officially part of an integrated transportation system, are located on BLM administered lands within the planning area. Many roads, regardless of jurisdiction, are neither appropriately located nor maintained to standards that would provide an efficient and effective transportation system that meets today's community needs.

County jurisdictions have identified so called historical or Legacy roads from research gathered from historical records. These roads provided a transportation network for early settlers and continue to be recognized by the county as public roads. Historical roads are not necessarily improved or maintained by the county. A formal vacating process is necessary if the county chooses to abandon the road. It is assumed that these roads were developed on un-appropriated public land prior to 1976, under the authority of Revised Statute (RS) 2477. By this law, Congress stated, "The right of way for the construction of highways over public lands, not reserved for public uses, is hereby granted." It was not necessary at the time to obtain further review by the federal government.

## Rights-of-Way

Utility and access to private inholding rights-of-way occur throughout the planning area and range from major utility corridors to grants for primary or emergency access for subdivisions and resorts. During the period the B/LP RMP has been in effect, an average of roughly twenty five new rights of way per year have been granted in the planning area. Most rights-of-way were granted to provide access or utility service through public lands and include roads/driveways and electric/telephone service. Utility and transportation rights-of-way extending over 780 miles have been granted on BLM administered land within the planning area.

### Right-of-way Regional Utility Corridors

At present, there are approximately 200 miles of regional corridors identified by the Western Utility Group that extend through public lands in the planning area and include routes for electric transmission lines and natural gas pipelines. Future development of these corridors would be subject to environmental review based on a specific proposal. There is an anticipated demand for new or expanded corridors to accommodate growth and changing energy demands for the nation.

### Rights-of-way for Communication Sites

There are three existing communication sites located in the planning area (see Chapter 3, Transportation and Utility Corridors). Uses at these sites include government agencies that provide emergency services and two way radio communications, commercial telecommunication providers, and multiple user facilities that are independently managed by right-of-way holders. These sites are exclusively for low power use; high power broadcasting is strictly prohibited. There is adequate space available at these sites to accommodate additional users during the next ten to fifteen year period, as well as land area for additional new construction, if necessary.

As the population of the region grows, it is anticipated the demand for low elevation sites, especially cell phone towers, is expected to increase significantly along transportation corridors to provide improved coverage for cell phone users; and the demand for high elevation sites is also expected to increase slightly. Antennas for cellular phones can co-locate on existing utility structures and are capable of sharing structures with multiple providers.

# 6. Land Ownership

## Retention and Disposal

Public lands are increasingly important for open space, wildlife habitat, recreation, and to separate urban sprawl as private lands within the area are developed. Public comments have repeatedly stressed a desire to see large blocks of public lands within the planning area be maintained in public ownership and with public access. Categorizing lands as to be retained rather than as available for exchange limits the ability of land managers to acquire other desirable parcels, including private inholdings within large blocks of land.

Development is beginning to surround small, isolated blocks of public lands. This affects the ability of these lands to provide wildlife habitat or other public benefits. In some cases, private land ownership blocks public access to public lands, limiting public use to all but adjacent property owners. These lands generally do not provide great public benefits, but may also be difficult to sell or trade because of their limited access.

Public lands are increasingly desirable as a source of land for urban growth and infrastructure to support growth. In particular, both the City of Redmond and the rural service center of La Pine have significant blocks of BLM-administered lands adjacent to their core developments that are needed for future infrastructure development.

Land ownership status can affect management of natural resources such as minerals or ground and surface water, as well as less tangible resources like scenery, open space, wildlife habitat, archaeological resources, and areas of tribal interest.

### Acquisition

Private lands that provide important natural values are becomingly increasingly scarce in the planning area. Private inholdings within Deschutes County will most likely be developed in the next 10-15 years, requiring additional rights-of-way grants, which can also affect the wildlife habitat effectiveness of the adjacent public lands. Acquisition of private inholdings would limit both the additional fragmentation of wildlife habitat and recreation use areas with new roads and conflicts between public land users and private landowners.

## 7. Public Health and Safety

Increasing population in the Central Oregon area has resulted in a growing number of situations with the potential to affect public health and safety.

Firearm use has generated public safety and noise complaints for many lands administered by the BLM, especially those located adjacent to residential areas. This use includes both target shooting and hunting. The greatest concern is the risk of human injury or death. These issues are expected to increase with increased public visitation of public lands. Other issues include resource damage, private property damage, noise, associated trash, shell casings, targets and shooting tables left behind by firearm users. Opportunities for managed target shooting are available, but extremely limited, particularly given the population growth and potential growth in demand for these opportunities.

Dumping residential, commercial, and hazardous waste on public land is illegal and can damage scenic quality and pose a serious health or safety risk if the materials are toxic. These activities generally occur where there is motorized access, and appear to be related to the distance from residences and population centers.

Campfires within the planning area also pose a risk to public health and safety. Unsafe location of fires, temporary lack of attention to campfires, and the failure to completely extinguish fires provides the opportunity for accidental ignition of wildfire. Such fires pose risks to recreationists, nearby private lands and developments as well as native vegetation (see Ecosystem Health and Diversity, Ch. 1).

The increased development surrounding BLM managed lands has resulted in more concerns about camping, illegal occupancy on BLM lands, and nighttime use that is unmanaged and results in resource damage and user conflicts (i.e., large parties, bonfires, dumping, etc.).

## 8. Archaeological Resources

The B/LP RMP established goals for the management of archaeological resources following the regulatory direction found in the National Historic Preservation Act, 36 CFR 800, and Executive Order 11593. As a consequence of increased use of BLM administered lands, inadvertent or intentional damage to archaeological resources often occurs as a result of artifact collecting, vandalism, surface disturbance, and other destructive activities.

An Office of Inspector General (OIG) audit, completed in 2000, identified several critical weaknesses in BLM-wide cultural resource management programs. The OIG found the BLM lacks a long-range plan to survey areas for the purpose of understanding human behavior and use of the land. The OIG also found BLM deficient in other proactive efforts including stabilizing sites, interpreting sites, and preparing National Register

nominations. The B/LP RMP does not suitably address the findings of that audit. Similarly, Executive Order: Preserve America (2003) provides additional management direction for preserving America's heritage, building preservation partnerships, improving federal stewardship of Historic properties, and promoting preservation through heritage tourism. The B/LP RMP does not adequately reflect the intent of that Executive Order. Both the OIG audit and recent Executive Order are attempts to bolster proactive policies toward managing the archaeological resource base in general and "at-risk" significant archaeological resources in particular. "At-risk" significant archaeological resources may be defined as those heritage resources that are listed with or likely to be included with the National Register of Historic Places and are currently threatened by a variety of human activities and/or natural causes.

Although much of the decision about managing the cultural resource program found in the B/LP RMP remains sound, some changes need to be made. Management objectives do not meet the expectations of Section 110 of the National Historic Preservation Act to manage archaeological resources in an affirmative manner. Historic properties have not been evaluated for their eligibility to the National Register, nor has any effort been made to identify how those properties might be utilized in the best interest of the public. Similarly, the B/LP RMP does not meet the expectations of Section 14 of the Archaeological Resources Protection Act. That section directs the Secretary of Interior to prepare a schedule for surveying public lands that are likely to contain the most scientifically valuable archaeological resources.

## 9. Social and Economic Values

As reflected in the issues described above, there is a tremendous demand for the management of public lands to be responsive to the social and economic values of the local, regional, and national populace. Demands and desires for lands, uses, and commodities associated with local social and economic values may be in conflict with regional values, such as is represented by the issue over mineral demands. National values for maintaining public lands for wildlife habitat or recreational or other commodity production may conflict with local economic values for lands to be made available to respond to local needs. In many cases, not all values or interests in those lands can be met. The B/LP Resource Management Plan did not effectively display these trade-offs in land use or land ownership decisions.

# Issues Considered but Not Further Analyzed

## Special Management Areas

Scoping identified a desire by some that the Badlands, currently a WSA, be designated a Wilderness Area. Designation of Wilderness Areas is the responsibility of Congress. Consequently, this issue is beyond the scope of this plan.

## Transportation and Utilities

When the Analysis of the Management Situation was published, one issue of concern was the need for a route suitable for commercial traffic that linked Prineville to Highway 20 and markets to the east. Recent legislation has provided for a transfer of the West Butte Road, (BLM Road 6520) to the respective county jurisdictions. When the right of way is developed it will extend a paved Crook County road (Millican Road) south from the "Four Corners" area to Highway 20, a distance of approximately 14.7 miles. Segments of the road extend through Crook and Deschutes County. This transfer of jurisdiction and the subsequent development will provide a truck route between Prineville and Highway 20. As a result of the legislation, this issue has been resolved.

## Areas of Traditional Cultural Significance

Early in the scoping process, an issue was raised concerning whether access to areas of traditional cultural significance or resources would be affected by alternatives considered in this EIS. However, the land use plan decisions made in this document would not preclude any existing direction regarding consultation with tribes prior to implementing activities such as land transfers, or road and trail system designation. Therefore, this issue was not considered in detail further into this analysis.

# Planning Criteria/Legislative Constraints

The alternatives developed to resolve the issues described above must meet legal mandates, such as the Endangered Species Act; satisfy numerous regulatory responsibilities; support national policy, including BLM Strategic Plan goals; and follow State Director guidance (see 43 CFR 1610.0-4 (b)). A detailed list of sources of guidance is provided in Appendix B.

# Planning Process

## Relationship to BLM Policies, Plans, and Programs

### Scoping and Public Involvement

The planning process has followed the direction of The Federal Land Policy and Management Act (FLPMA), as amended, 43U.S.C. 1701 *et seq.* and the more detailed BLM Land Use Planning Handbook (Handbook 1601-1). The emphasis of the process has been to provide an open, inclusive forum for the discovery and discussion of the important issues within the planning area. Scoping for this plan revision covered a period of 10 years and culminated in the Publication of the Analysis of the Management Situation (AMS) in October 2001. The AMS, coupled with subsequent public meetings, served as another scoping period as over 100 new comments were received by the BLM in response to these events. Over this period, new information that is relevant to the planning process was generated both locally and throughout the northwest.

### Coordination and Consistency with other Plans

#### Brothers/La Pine Resource Management Plan

Not all of the B/LP RMP is being revised by the UDRMP. The scope of the decisions included in the UDRMP is identified in the Purpose and Need and the description of the planning issues. For clarity, a more specific summary of the B/LP RMP guidance that is not being revised by the UDRMP is in Appendix C.

#### Wild and Scenic River Plans

The Middle Deschutes and Lower Crooked Wild and Scenic Rivers have existing management plans governing resource management within those areas. The BLM managed lands within these areas are included in the planning boundary, and the existing management plans will be incorporated by reference into the UDRMP.

### Noxious Weeds

Noxious weed management within the planning area is currently in conformance with Vegetation Treatment on BLM lands in Thirteen Western States (FEIS BLM-91-022-4320 1991) and the Prineville District Integrated Weed Management EA OR-053-3-062 (1994). These plans prescribe an integrated approach involving prevention, early detection, inventory, timely control (using biological, mechanical, manual, and chemical techniques), monitoring, and site rehabilitation. The selection of control methods is influenced by land management objectives, effectiveness of the control technique on the target species, size of the infestation, environmental concerns, land uses, and economics. BLM cooperates with county, state, and other federal agencies that have jurisdiction in or near the planning area.

### Two Rivers Resource Management Plan

About 15,000 acres in the far northern portion of the current planning area fall within the boundary of the Two Rivers Resource Management Plan (BLM, 1986). This planning effort would change the boundary of the Two Rivers Management plan.

## Collaboration

The final formulation of the issues and alternatives was subject to the advice of a group of private citizens and tribal and governmental representatives that was chartered under the Federal Advisory Committee Act through the Deschutes Provincial Advisory Committee. This group, called the "Issue Team", consisted of tribal, local, state, and federal representatives as well as private stakeholders, including representatives of a diverse range of interest groups.

Chapter 5 details the membership of the Issue Team, as well as describing how our collaboration with tribal, local, state and federal representatives implements the direction of the legal mandates for collaboration and consultation as described under Planning Criteria/Legislative Constraints.

# Related Plans

The BLM manages lands near or contiguous with lands managed by the Deschutes National Forest, Crooked River National Grassland, Ochoco National Forest, Smith Rock State Park, Prineville Reservoir State Park, and Bureau of Reclamation lands adjacent to Prineville Reservoir. Through the collaborative process described above and in Chapter 5, the planning process fully considered alternatives that would promote achievement of the goals of management on lands adjacent to BLM lands. Alternatives for managing BLM lands near Prineville Reservoir are a response to a proposed State Park and Recreation Department and Bureau of Reclamation Management Plan for Prineville Reservoir. Similarly, the DEIS considers alternatives specifically responsive to Deschutes and Crook Counties and the City of Redmond planning documents. The environmental consequences analysis considers both the potential impacts of the alternatives on lands under the authority of these governments and cumulative impacts of management of lands not managed by the BLM on BLM managed lands.

Finally, the ongoing collaboration and consultation with tribal representatives will ensure that the range of alternatives is responsive to tribal concerns.

The Oregon Military Department has recently completed an Integrated Cultural Resources Management Plan that will help to guide their activities within the permit area. The OMD would modify its plan if the area available for training changes or if the conditions of use are modified.

# Policy

The key policy and decision element not described above is the Central Oregon Forest Committee v. Kenna, Civil No. 98-29-ST (D. Or.), Final Decision. As a part of the lawsuit settlement the court required that "The Bureau of Land Management (BLM) shall analyze the impacts of its Millican Valley Off-Highway Vehicle Management Plan (OHV Plan) or the successor to said Plan in an Environmental Impact Statement (EIS). This EIS shall consider the cumulative impacts of OHV use consistent with this Court's opinion, as encompassed by the Findings and Recommendations of November 5, 1998, as modified by the Order of February 26, 1999."

The UDRMP and EIS will meet the requirements of the Final Decision by:

- Developing alternatives that describe areas where OHV use is allowed within the planning area, including conditions of use within those areas that, when followed, would have generally predictable effects on resources.
- Analyzing the cumulative effects of implementing the alternatives for motorized uses, including uses in the Millican Valley, on BLM managed lands in the planning area when combined with management of motorized uses on adjacent National Forest, BLM, and private lands.

The Interior Columbia Basin Ecosystem Management Project (ICBEMP) science integration team identified a number of findings from the scientific assessment (USDA-FS and USDI-BLM 1996) that are relevant to the development of alternatives for the UDRMP. Where relevant, this information is cited in the rationale for guidance that is common to Alternatives 2-7 in Chapter 2.

# Vision

This section represents a vision of how public lands would be managed in the future based on work done with the issue teams.

## Ecosystem Health and Diversity

### Vegetation

The planning area contains large, contiguous old-growth juniper woodlands intermixed with large and small open areas of savannah and shrub-steppe communities. Shrub-steppe communities have a vigorous and diverse composition of native shrubs, grasses, and forbs spatially arranged in a mosaic of seral stages in large and small patch sizes appropriate to conditions of climate, landform and soils. Ponderosa and lodgepole pine forests are present in a diverse mix of seral stage, structure, stand size, and species composition. Ponderosa pine is dominant on suitable sites. The proportion of old forests and woodlands is maintained at current levels with options for expansion in the future. Special status plant species are maintained or increased in their distribution and abundance. Noxious weeds and other invasive or non-native species are decreased in their distribution and abundance. Forest, woodland, savannah, treeless shrub-steppe, meadow, and riparian communities are healthy and properly functioning ecosystems sufficient to support quality wildlife habitat, hydrologic processes, and social and economic needs.

### Wildlife

Ecosystem processes are functioning properly. Maintaining and restoring healthy ecosystems benefits a variety of wildlife species by increasing the quality, quantity, and

variety of habitat. Habitats support healthy, productive and diverse populations and communities of native plants and animals, including special status species and species of local importance, appropriate to soil, climate and landform. Habitats occur in large contiguous blocks, are adequately arranged spatially, and contain a natural diversity of animal and plant communities. Animal and plant populations occur and move freely across the landscape. The amount and diversity of wildlife habitats are maintained or improved through time. Native plant communities exist in blocks of various sizes distributed in patterns across the landscape appropriate to site potential. Maintenance and restoration of healthy ecosystems throughout key areas and management of specific habitat components such as vegetation cover, forage, and roads, contribute to maintaining habitat conditions within the site potential of the area.

## Hydrology

Upland soils exhibit infiltration and permeability rates, moisture storage and stability that are appropriate to soil, climate and landform. Surface water and groundwater quality, influenced by agency actions, meets state water quality standards. Riparian areas are maintained, restored or improved to achieve a healthy and productive ecological condition for maximum long-term multiple use benefits and values.

## Riparian

Riparian areas, floodplains, and wetlands function naturally relating to water storage, groundwater recharge, water quality, and fish and wildlife habitat.

Vegetation structure and diversity controls erosion, stabilizes streambanks, heals incised channels, provides regulation of air and water temperature, filters sediment, aids in floodplain development, dissipates energy, delays floodwater, and recharges groundwater.

## Water Quality

Water quality is maintained equal to or above legal water quality standards, consistent with beneficial uses of water. Water quality provides stable and productive riparian and aquatic ecosystems.

## Watershed/Hydrologic Function

Stream networks, uplands, floodplains, and riparian areas have resilient vegetation where the capture, storage and release of water limits the effects of sedimentation and erosion, and where infiltration, percolation, and nutrient cycling provide for improved water quality, water quantity, timing and duration of flows, and diverse and productive aquatic habitats.

## Fire/Fuels Management

Fuels in the planning area are managed to provide for protection of communities at risk from the undesired effects of wildland fire, while assisting in the attainment of other management goals. Safety of the public and fire fighters is the first priority in planning fuels management activities, while recognizing the role of wildland fire as an essential ecological process and natural change event.

## Air Quality

Air quality is generally good. Public health is protected by holding the amount of smoke

entering populated areas to a minimum. The National Ambient Air Quality Standards (NAAQS) are being met, with no significant deterioration of air quality. There are no human-caused visibility impacts to Class I areas.

## Special Management Areas

The resources that led to the designation of special management areas such as caves, ACECs, and Wilderness Study Areas are protected. Thresholds for the amount and type of public uses in SMAs are established. Opportunities and partnerships for public education and interpretation for these resources are fostered.

### Areas of Critical Environmental Concern

The special resources for which ACECs were designated are protected. Thresholds for the amount and type of public uses are established. In addition, opportunities for public education and interpretation are fostered, along with partnerships to help protect and interpret these resources.

### Wilderness Study Areas

Wilderness Study Areas are managed to maintain wilderness suitability, consistent with the 1995 "Interim Management Policy for Lands under Wilderness Review" (IMP).

### Research Natural Areas

Research Natural Areas are protected from outside human influences. Natural ecological and physical processes are allowed to occur. These representative natural ecosystems are generally reserved for education and scientific study but are also available for some types of low-impact non-motorized recreation.

### Caves

Significant caves under the FCRPA remain in primarily a natural condition, and available for interpretive and passive recreational uses. Graffiti and litter are removed and the site appears natural and provides a sense of discovery.

# Land Uses

Land uses occur in a pattern across the planning area, where economically feasible, socially compatible, and environmentally responsible, that support community and national demands and contribute to the local economy and quality of life.

## Military

The National Guard and Oregon Military Department (OMD) continue a long-term partnership with the BLM. The partnership demonstrates land stewardship that integrates resource objectives and goals of public lands with military training objectives. Public lands supports the military training purposes of the BIAK training center where consistent with those objectives, and provide a reliable long-term land base for training operations. The military has invested time and funds to maintain and restore sustainable ecological conditions within designated training areas consistent with integrated resource management and training objectives.

# Visual Resources

The scenic qualities of the planning area are maintained and improved over time. Visual Resource Management (VRM) classifications identify the scenic importance of landscape characteristics and guide the design and development of future projects.

# Recreation

The planning area provides a wide variety of recreational opportunities for a growing demand. Local and out-of-area visitors enjoy frequent activities on public lands that are close to urban and residential areas, such as hiking, running, mountain biking, and off-highway vehicle use, and are attracted to Special Management Areas. Commercial recreation opportunities provide a public service while protecting resource values and minimizing conflicts with other recreationists and adjacent landowners

Local communities are integrally involved in developing and implementing management strategies for individual geographic areas within the planning area. Increases or improvements in facilities such as picnic areas, group use sites, interpretive sites or trails are developed through an integrated effort with other recreational providers and local communities. The number and types of facilities change over time to reflect demographic changes and the changing popularity of different types of recreation.

Public lands in the planning area are distinct from private lands and have a unique identity that fosters desired recreation opportunities for that area. Information on recreation opportunities, travel management, interpretation, and management goals and policies is readily available to visitors.

Areas within highly developed surroundings are managed for an emphasis on safety and compatibility with surrounding land uses. Designated access points, roads and trails are designed to minimize conflicts with neighbors as much as possible. Designated recreation trails, facilities, restored and maintained recreation sites and access points, and intensive recreation management help to meet increased demand. Public lands provide opportunities for regional trails that link communities. Local roads and trails provide a pleasing experience for users within a specific area that matches the recreation emphasis for that area.

# Transportation and Utility Rights-of-way

Transportation systems, utility corridors and communication/energy sites on public lands are the result of an inter-regional coordinated effort between tribal, federal, state, and local governments that support links between communities. The corridors provide routes for approved or anticipated land uses that cannot be reasonably accommodated on other lands.

New or expanded transportation/utility system corridors and communication/energy sites are located considering the intrinsic values of public lands. Values include but are not limited to visual considerations, wildlife habitat, open space, recreation, traditional and cultural uses, and sensitive or unique resources.

# Land Ownership

Public lands provide social and economic value for local, regional, and national communities. Land is maintained in public ownership that provides contiguous native ecosystems able to support healthy plant and animal populations or provides other

important natural values. Land acquisition promotes improved quality, location, or distribution of public land ownership consistent with resource management objectives. Public lands are located in a pattern that can be efficiently and effectively managed. Many public lands are available for federal and state projects, community growth, and projects for non-profit groups.

# Public Health and Safety

Public lands are available for activities that do not compromise the health and safety of other land users or adjacent landowners, or diminish natural resource protection. Public lands are managed to discourage illegal activities such as dumping and vandalism. Bullets fired from BLM lands do not strike BLM land users or adjacent landowners. Firearm-related property damage and garbage related to shooting is experienced infrequently. Natural and cultural resources are not damaged by firearm discharge or illegal activities.

# Archaeology

Cultural resources and "At-Risk," significant archaeological resources are managed in a pro-active manner for their various use categories as defined in BLM Manual 8100. Information about the archaeology of the planning area is current. Residents of, and visitors to, the area have an opportunity to learn about the local prehistory and history of the region. Interpretation, education, inventories, monitoring, and law enforcement enhances protection and preservation of "At-Risk", significant archaeological resources.